



**STATE OF WISCONSIN \ DEPARTMENT OF MILITARY AFFAIRS  
WISCONSIN EMERGENCY MANAGEMENT**

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**DATE:** October 18, 2004

**TO:** Governor Jim Doyle  
Congressional Delegation  
State Legislators  
County Emergency Management Directors

**FROM:** Johnnie L. Smith  
Administrator

**SUBJECT: ANNUAL NATURAL DISASTER REPORT FOR 2003-2004**

Wisconsin was fortunate in 2003 in that none of the weather events resulted in significant enough damages to warrant a federal disaster declaration. However, that changed in 2004 when one major disaster was declared. Rainfall during early May 2004 left soils saturated and rivers and stream banks near full. This set the stage for the overland and riverine flooding that occurred in the latter half of the month when a second period of record precipitation occurred. According to the National Weather Service, at some official observation sites in southern Wisconsin, new all-time May precipitation records were set. In some cases, new all-time monthly records were broken. Repeated rains persisted over the southern half of Wisconsin during most of May and through June. Repeated rounds of thunderstorms with heavy rains caused record or near record flooding along the Fox, Rock, Crawfish, Kickapoo and Fond du Lac Rivers, among many others. In the latter part of June, subsequent to the original declaration, severe storms, flooding and tornadoes occurred in additional counties.

Columbia and Dodge Counties reported damages to roads, homes and businesses as a result of heavy rains that occurred over a 24-hour period on June 9-10 when up to 9 inches of rain fell. Especially hard hit was the small community of Randolph. Over 250 homes and 15 businesses reported basement or first floor flooding. Heavy rains caused damage to the Cambria Dam, washing out a major state highway. The City of Fond du Lac and the Village of North Fond du Lac also incurred significant damages in addition to evacuating approximately 300 homes.

Damage to private residences and businesses was tremendous. The Preliminary Damage Assessment (PDA) reports indicated that more than 5,000 primary residences were damaged to varying degrees. Some had water in them for weeks. Many had collapsed, cracked or bulging basement walls and foundations. The PDA indicated that about 62% of those affected are low to moderate income and that almost all of the structures sustaining damage were uninsured. Tourism was also significantly impacted. Many parks and trails were damaged and/or destroyed. Several dams were threatened and incurred damages.

The agricultural sector also sustained considerable damage. This is very significant in that most of the affected counties have economies dependent on agriculture. Many early plantings of crops were washed out by the torrential rains.

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Then on the evening of June 23<sup>rd</sup> severe thunderstorms swept across the State spawning 16 confirmed tornados, killing one person and causing millions in damages. The date ranks fourth in the number of tornadoes striking Wisconsin on a single day. The storm created a path 3 miles wide by 9 miles long in Adams County causing significant damages in the Towns of Easton and New Chester. A tornado touched down in a campground in Warrens in Monroe County injuring 6 people. A F3 tornado in Markesan in Green Lake County caused extensive tree and building damage. One person was killed when the tornado destroyed his home. Tornados touched down in Dane, Green Lake, Dodge, Fond du Lac, Marquette, Outagamie, and Portage Counties. The tornadoes ranged in strength from F0 to F3. Numerous other counties reported wind damages.

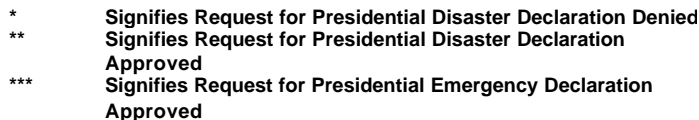
On June 18, 2004, the President declared a major disaster as a result of severe storms and flooding that began on May 19<sup>th</sup>. The following counties were declared for the Public Assistance Program: Clark, Columbia, Crawford, Dodge, Fond du Lac, Grant, Green Lake, Kenosha, Ozaukee, Vernon, and Winnebago Counties. Individual Assistance was declared for Columbia, Dodge, Fond du Lac, Jefferson, Kenosha, Ozaukee, and Winnebago counties. On July 2, 2004, 6 more counties were added for Public Assistance and 37 for Individual Assistance bringing the total number of counties to 44 (17 for Public Assistance and 44 for Individual Assistance.) This would be the greatest number of declared counties in one summer since 1993 when 47 counties received federal aid. The declaration initially covered damages that occurred between May 19 and July 3, 2004. On October 8<sup>th</sup>, based on a request by the Governor submitted on July 8<sup>th</sup>, the incident period was reopened to cover damages that occurred beginning May 7 through July 3, 2004.

Over 7,800 people applied for federal assistance. As of September 1<sup>st</sup>, 2,832 households have been approved for \$4,793,497 under the Housing Assistance Program. Another 1,809 have been approved for \$1,254,176 in Other Needs Assistance. Over 2,000 people have applied for Disaster Unemployment Assistance, with 224 claims approved in the amount of \$156,041. The Small Business Administration has received over 1,000 applications for low-interest loans with 364 approved for a total to date of \$6,955,800. 386 communities have applied to the Public Assistance Program with the program's estimate at \$13.5 million. The estimate for the Hazard Mitigation Grant Program is \$1.5 million. This will be the first declaration that the program will receive 7.5% of the Individual and Public Assistance Programs, versus 15%. The State received 68 pre-applications for the competitive grant program totaling over \$15 million illustrating the detrimental impact the decrease in HMGP funding will have on the program.

Disaster 1526-DR was the 27<sup>th</sup> Presidential Declaration in Wisconsin since 1971, and the 17<sup>th</sup> disaster since 1990. The State ranked 12<sup>th</sup> along with the states of Missouri and Virginia on the number of Major Disaster Declarations declared in the 29 year period from January 1, 1972 to December 31, 2000. The state had multiple declarations in 1990, 1992, 1998, and 2002. Declarations have been granted in every year since 1990 except for 1994, 1995 and 2003. In the last 14 years, all but one of the State's 72 counties, Oconto, has been directly affected by disaster declarations. Additionally, in the years since 1990, 6 requests for declarations have been denied. The unprecedented frequency and severity of natural disasters established in the last decade has continued into the present one.

Attachment

## 1990-2004



## NATURAL DISASTER DAMAGE IN WISCONSIN

<u>YEAR</u>	<u>EVENT</u>	<u>NUMBER OF COUNTIES</u>		STATE AND	STATE AND	<u>ESTIMATED DAMAGE</u>		<u>TOTAL</u>
				<u>RECEIVED</u> (For Public or Gov't Assist.)	<u>RECEIVED</u> (For Private or Indiv. Assist.)	<u>PUBLIC</u> (Gov't. Prop. & Facilities)	<u>PRIVATE</u> (Indiv. Prop., Crops, & Facilities)	
2004**	Flooding, Storms, Tornadoes	44	<u>1</u>	\$13,508,695	\$13,159,514	\$9,908,728	\$77,123,432	\$87,032,160
2002**	Tornado, Storms	19	<u>2</u>	3,076,718	665,759	3,610,925	24,129,080	27,740,005
2002**	Flooding, Storms	8	<u>3</u>	4,509,896	0	7,094,978	7,226,700	14,321,678
2001**	Flooding/Storms/Tornado	32	<u>4</u>	21,247,565	22,375,528	47,725,550	56,158,600	103,884,150
2001****	Snow Emergency	14		5,483,097	—	N/A	N/A	N/A
2000* ***	Heavy Rains, Storms, Flooding	2	<u>5</u>	—	1,547,000	1,626,500	1,845,850	3,472,350
2000**	Heavy Rains, Storms Flooding	30	<u>6</u>	18,114,937	18,742,906	37,556,388	25,242,248	62,798,636
2000***	Severe Storms, Hail and Tornado	4	<u>7</u>	—	7,251,900	2,056,228	120,562,423	122,618,651
1999**	Heavy Rains, Severe Storms, Flooding	10	<u>8</u>	5,916,859	—	6,500,000	1,500,000	8,000,000
1998*	Tornadoes, Severe Storms	1	<u>9</u>	—	—	15,500	6,509,030	6,524,530
1998**	Severe Storms and Flooding	5	<u>10</u>	11,023,053	26,518,256	10,687,346	44,025,738	54,713,084
1998**	High Winds and Severe Storms	14	<u>11</u>	10,481,638	—	11,115,989	36,806,899	47,922,888
1998*	High Winds and Severe Storms	16	<u>12</u>	—	—	5,832,845	47,892,964	53,725,809
1997**	Flooding, Heavy Rains	4	<u>13</u>	17,160,019	37,620,733	17,064,946	70,667,000	87,731,946
1996**	Flooding, Tornadoes	2	<u>14</u>	2,450,546	—	11,366,650	49,748,000	61,114,650
1996*	Flooding	15	<u>15</u>	—	—	4,689,700	194,336,539	199,026,239
1994*	Tornadoes, Severe Storms	2	<u>16</u>	—	—	1,195,750	8,508,290	9,704,040
1993**	Flooding, Storms, Tornadoes, Heavy Rain	47	<u>17</u>	26,683,822	<u>18</u> 271,761,899	<u>19</u> 47,000,000	700,000,000	747,000,000
1992**	Flooding	10		3,143,715	126,402	<u>20</u> 1,917,000	15,838,286	17,755,286
1992**	Tornadoes	1		945,138	391,881	<u>21</u> 1,800,000	8,301,900	10,101,900
1992**	Tornadoes	1		3,054,759	0	<u>22</u> 5,362,500	9,020,000	14,382,500
1991**	Severe Storms, High Winds	5		3,850,598	0	<u>23</u> 3,696,000	23,001,283	26,697,283
1990**	Flooding	1		0	1,369,602	<u>24</u> 2,245,206	3,984,532	6,229,738
1990**	Flooding/Tornadoes	17		6,471,321	7,340,689	<u>25</u> 4,600,000	16,524,222	21,124,222

(See Notes on following pages)

\* Presidential Disaster Declaration Applied for; Denied by Federal Government

\*\* Presidential Disaster Declaration Approved for State

\*\*\* USDA-SBA Disaster Declarations Approved Upon Governor's Request

\*\*\*\* Presidential Emergency Declaration Approved Upon Governor's Request

## Summary of Events

Time Frame	Number of Events	State and Federal Assistance		Estimated Damages		
		Public Sector	Private Sector	Public Sector	Private Sector	Total
<b>1990-2002</b>	23	\$157,122,376	\$408,872,069	\$244,668,729	\$1,548,953,016	\$1,793,621,745
<b>1971-2002</b>	46	\$188,487,815	\$705,866,806	\$339,694,203	\$2,925,476,422	\$3,265,170,625

	Since 1971	Since 1990
Presidential Disaster Declarations Awarded	27	17
Presidential Disaster Declarations Denied	13	5
Emergency Declarations Awarded	6	1

## NOTES FOR THE NATURAL DISASTER DAMAGE TABLE

- 1 As of September 1, 2004, the number of people that registered for assistance was 7,828. Disaster assistance for private individuals includes \$4,793,497 for housing assistance, \$1,254,176 for other needs assistance, \$156,041 in disaster unemployment assistance, nearly \$7 million in Small Business Administration disaster assistance loans. The estimate of disaster assistance for the Public Assistance (PA) program is \$13.5 million and \$1.5 million for the Hazard Mitigation Grant Program (HMGP).
- 2 The sum of state and federal disaster assistance to governments includes \$2,220,010 from the Public Assistance (PA) program and \$856,708 from the Hazard Mitigation Grant Program (HMGP). Assistance to the private sector included \$245,858 from the Individual Assistance program and \$419,900 in disaster loans from the SBA.
- 3 The sum of disaster assistance to governments includes \$4,016,090 from the Public Assistance (PA) program and \$493,805 from the Hazard Mitigation Grant Program (HMGP).
- 4 The sum of disaster assistance to governments includes \$17,557,494 from the Public Assistance (PA) program and \$3,690,072 from the Hazard Mitigation Grant Program (HMGP). The sum of disaster assistance to private individuals includes \$1.6 million under the Disaster Housing Program, \$707,028 under the Individual and Family Grant Program (IFG), and \$20,068,500 in Small Business Administration (SBA) disaster assistance loans. The SBA loans included \$9,999,700 in Home Loans, \$8,382,700 in Business Damage Loans, and \$1,686,100 in business economic injury loans.
- 5 Private sector disaster assistance was entirely from the SBA and represents 41 home loans made to individuals totaling \$679,100, 4 loans to businesses for physical damages totaling \$475,500 and 3 loans to businesses for economic injury related to the storm totaling \$392,400.
- 6 The \$18,742,906 in private sector assistance includes \$6,267,491 in federal Disaster Housing Program funds and \$4,504,015 in the Individual and Family Grant Program. The remainder is from the Small Business Administration and represents 661 home loans made to individuals totaling \$7,234,200, 40 loans to businesses for physical damages totaling \$554,800 and 28 loans to businesses for economic injury related to the storm totaling 182,400. The public sector assistance includes \$13,695,918 in Public Assistance (\$10,271,939 federal share) and \$4,424,019 in Hazard Mitigation Grant Program funds (\$3,313,014 federal share).
- 7 Private sector disaster assistance was entirely from the SBA in the form of low-interest loans. The largest portion, \$5,756,000, was for Home Loans. In addition, the SBA provided \$963,400 for Business Damage Loans and \$532,500 for Business Economic Injury Loans. The May 12 storm was the costliest hailstorm in Wisconsin's history (the National Weather Service estimated \$121.6 million in damage) although most of the damages were covered by insurance. County estimates for damages to public infrastructure and costs for debris removal totaled \$2,056,228 of which \$1,018,651 was for debris removal and emergency protective measures. Most of these expenses were not covered by insurance. The damage to public sector structures, \$1,037,577, was subtracted from the gross damage estimate of \$121.6 million to create an estimate of private sector damages (mostly homes and crops).
- 8 The \$5,916,859 in public sector assistance represents \$5,116,859 in monies obligated for the Public Assistance Program and \$800,000 for the Hazard Mitigation Grant Program. Individual assistance was not requested from the federal government as part of this declaration.
- 9 Request for Presidential Declaration was denied on the basis that most of the losses were covered by insurance and that the remaining costs were within the capabilities of the state and local governments. A subsequent appeal by the Governor was also denied.

- 10 The \$7,561,053 in public sector funding represents monies obligated and includes \$3,110,632 for the Public Assistance Program and \$4,450,421 for the Hazard Mitigation Grant Program. The private sector figure represents the total of loans from the Small Business Administration (\$12,479,500), Disaster Housing Grants (\$8,824,255), Individual and Family Grants (\$5,147,127), the Disaster Unemployment Assistance Program (\$3,253) and the Crisis Counseling Program (\$64,121). The declared counties also received a special HUD CDBG grant award in the amount of \$3,462,000.
- 11 The Presidential Declaration included only Public Assistance and Hazard Mitigation, even though Individual Assistance was also requested. This exclusion was appealed, however the appeal was also denied on the basis that most of the private sector losses were covered by insurance. The \$10,481,638 in public sector funding represents monies obligated and includes more than \$8,519,173 for the Public Assistance Program and \$1,962,465 for the Hazard Mitigation Grant Program.
- 12 Request for Presidential Declaration was denied on the basis that most of the losses were covered by insurance and that the remaining costs were within the capabilities of the state and local governments. A subsequent appeal by the Governor was also denied.
- 13 Damage figures are based on original estimates received from county emergency management directors. More than 14,000 individuals applied for assistance from the Disaster Housing, Small Business Administration and Individual and Family Grant Programs. This represents the largest Individual Assistance Program ever administered in the state. Approximately \$6,795,016 was paid out in the Public Assistance Program and \$6,265,003 in Hazard Mitigation Grants. The declared counties also received a special HUD CDBG grant award in the amount of \$4.1 million.
- 14 A Presidential Disaster Declaration was declared on August 2 for Public Assistance only. An appeal to have Individual Assistance added to the declaration was denied. Green County was declared eligible for low-interest loans from the Small Business Administration.
- 15 Both the original request for a Presidential Major Disaster Declaration and a subsequent appeal were denied. The private damage figure reflects an estimated \$180 million in crop losses.
- 16 The Small Business Administration made low-interest loans available. Information is unavailable on amount of assistance.
- 17 Funds disbursed include aid to the agricultural community totaling \$230,742,262; loans through SBA for individual and businesses totaling \$10,394,929; 840 Individual and Family Grants totaling \$1,492,267; and Disaster Housing Grants for \$3,944,158. Close to 4,500 people applied for disaster assistance through the FEMA programs.
- 18 Funds disbursed include \$5,008,911 in Community Development Block Grants, \$1,525,000 in Community Services Block Grants, \$1,019,309 in Federal Highway Administration Emergency Relief Funds, among other programs. Over 600 state and local governments received almost \$20 million in grants through the Public Assistance Program. The cost share for this declaration under the Public Assistance Program was increased from 75% to 90% federal (FEMA) funds with the state splitting the remaining 10% with the applicant.
- 19 Forty counties declared for both Individual and Public Assistance programs, and another seven for Individual Assistance. Incident period for the declaration was June 7 - August 25, 1993.
- 20 This figure represents the amount of assistance provided by the Individual and Family Grant Program. It does not include the amount of assistance provided by the Disaster Housing Program and the Small Business Administration.
- 21 This figure represents the amount of assistance provided by the Individual and Family Grant Program and Crisis Counseling Grant. It does not include the amount of assistance provided by the Disaster Housing Program and the Small Business Administration.
- 22 This request for a Presidential Disaster Declaration for Public Assistance was originally denied. An appeal of the denial was made on July 27 and the result of the appeal was that a declaration was granted.
- 23 This declaration was made by the President on August 6, 1991, for public assistance only, as most of the losses to the private sector were covered by insurance. The Farmers Home Administration Emergency Loan Program was also made available.
- 24 Both individual and public assistance were requested, however, only individual assistance was granted in this declaration. A subsequent appeal for the public assistance program was also denied. The bulk of public damage was to the Lake Tomah Dam and the Tomah Wastewater Treatment Facility.
- 25 This was the first declaration received by the state subsequent to the passage of the amended disaster law, Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act. The law expanded eligibility under the public assistance program and also made a new Hazard Mitigation Grant Program available under Section 404.

**ACRONYMS**

USCE = UNITED STATES CORPS OF ENGINEERS

USDA = UNITED STATES DEPARTMENT OF AGRICULTURE

FSA = FARM SERVICES AGENCY

SBA = SMALL BUSINESS ADMINISTRATION

HUD = HOUSING AND URBAN DEVELOPMENT

FEMA = FEDERAL EMERGENCY MANAGEMENT AGENCY